ANALYSIS AND DESIGN OF
PUBLIC PARTICIPATION PROGRAMME
EVALUATION IN ONTARIO
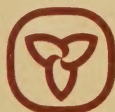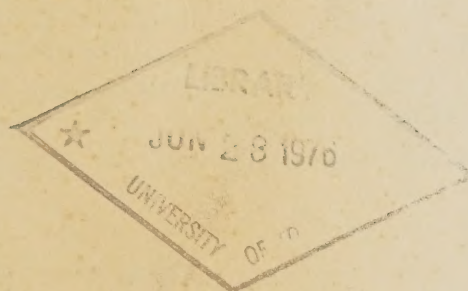
Ministry of
Culture and
Recreation
Ontario

Multicultural
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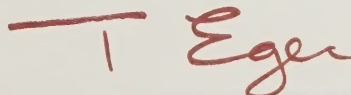
Preface

Residents of Ontario communities are becoming increasingly aware of the impact of both small and large scale planning activities upon their daily lives. Whether these activities relate to the planning of a neigh- bourhood park or local traffic control, the establishment of a regional conservation area or a provincial transportation corridor, increased concern is being expressed about their various impacts upon the nature and quality of community life. As a result, agencies with public plan- ning responsibilities at the federal, provincial and municipal level are taking a more active role and are developing additional opportunities to involve a wider spectrum of the public in the planning process.

The following discussion paper was developed from a concern that many of these initiatives have been developed and implemented without a clearly defined conceptual framework of the public participation pro- cess and have lacked a model of analysis for evaluation. To further the dialogue, the following model was developed by T. K. Eger and J. T. Johnston and was published in 1974. In response to demand and in order to incorporate revisions, this paper has been reprinted.

T Eger

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1976

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Introduction

One of the major difficulties in developing evaluation tools for public participation programmes is the complex and subjective nature of the process itself. Notwithstanding the difficulties involved, there exists a need for documented empirical evidence as to the relative success of applying various participatory techniques and resource alternatives. Unfortunately, little attention has been given to the development of evaluative mechanisms, perhaps partly due to fear of negative evaluatory results or perhaps mainly due to the lack of any framework for analysis. What follows in this paper is an outline of the evaluation process, and a suggested model which might be applied or adapted.

Outline of the Evaluation Process

Evaluation
defined

Adapted from Tripodi, Fellin, and Epstein, (1971), evaluation is defined as the systematic gathering of data to provide information about the achievement of public participation programme requisites and goals relative to EFFORT, EFFECTIVENESS AND EFFICIENCY. With this perspective in mind, comprehensive evaluation of public participation programmes would include an analysis of:

- the total input (EFFORT)

- the total output (EFFECTIVENESS) and

- the cost benefit ratio (EFFICIENCY)

Approach
Outlined

While there appears to be a number of possible valid evaluation methods, the following three are identified as being common to many research activities:

- an approach based upon the relative achievements of concrete definable objectives (a goal approach)

- an approach based upon the extensive use of indicators (a systems approach)

- an approach based upon the perception of the participants in the programme (a perceptions approach)

There are obvious deficiencies in each approach applied singly. However, a combination of the above three is generally acknowledged to have advantages not fully realized when each is pursued on a separate or parallel basis.

Objectives
Described

An objective can be considered as something toward which effort is directed, an aim or an end of action. In order to evaluate objectives, they must be sufficiently specific and concrete to be measured. Objectives must be set prior to determining what indicators are required for evaluation.

Indicators Described	One of the approaches which may be used to determine a comprehensive evaluative tool is the extensive use of indicators. Indicators are descriptive devices derived from social science research which enable classification, measurement, and analysis of behaviour, results and processes. By developing social indicators researchers attempt to make concrete, identifiable and visible that which in the field of social science is often clouded by abstract concepts and theory. Social indicators then, are simply tools which the social science theorist or practitioner develops in order to understand and communicate more fully the dynamics of a situation.

Participants Outlined	Turning to the question of who should be involved in the evaluation process, the following key individuals or groups may be identified:

- the participants or service users directly affected

- selected or interested groups acting as representatives of the community at large

- the administrators monitoring the programme

- the elected representatives responsible for final policy determination.

An Overview

Having listed three different approaches to evaluation, it is now necessary to outline an overview of the evaluation model. As stated previously, evaluation includes the systematic gathering of data to provide information about the achievement of public participation programme requisites and goals relative to EFFORT, EFFECTIVENESS and EFFICIENCY. Schematically, the evaluation process described to this point is illustrated in Fig. I. <u>The Evaluation Approach</u>.

Evaluation Approach ── ┬ Objectives ── ┬ EFFORT
                       ├ Indicators ── ┼ EFFECTIVENESS
                       └ Participants ─ ┴ EFFICIENCY
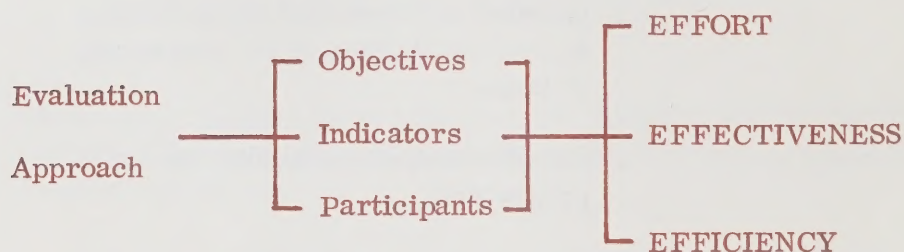
Fig. I. <u>The Evaluation Approach</u>

PROGRAMME EFFORT

This concept can be viewed as the type and quantity of activities considered necessary - regardless of output. If refers not only to staff time, activity, and commitment but also to the allocation and use of material resources - funds, space, equipment.

The evaluator should be able to analyze public participation programme EFFORT by the use of Process and Performance Indicators. Further explanation of indicators is discussed later in this section.

EFFORT is necessary for the achievement of programme goals. However, the quantitative, descriptive information of programme EFFORT indicates only how much staff and programme activity is being carried out. This does not indicate how well the tasks are being accomplished, or whether the programme's overall goals are

being attained. Obviously, if there is little EFFORT invested in a programme, little will be accomplished. The evidence of programme activity alone is not sufficient to determine whether or not programme goals have been reached. For that analysis, the concept of programme EFFECTIVENESS needs to be examined.

PROGRAMME EFFECTIVENESS

This concept refers to the extent to which the goals and objectives of the public participation programme have been achieved. It is an examination of the results or output of the programme with respect to the original goal. It is also an examination of the EFFORT with respect to what has been accomplished. An evaluation of EFFECTIVENESS would consider both desirable and undesirable unanticipated consequences of the programme EFFORT. It would also examine how well the tasks of the programme are being accomplished. Public participation programme EFFECTIVENESS should be able to be analyzed by the use of effectiveness indicators and change indicators.

PROGRAMME EFFICIENCY

This concept refers to the ratio of EFFECTIVENESS to EFFORT in terms of such costs as money, time, personnel, convenience, and physical facilities. In other words, it could be the comparison of the extent to which the goal and objectives of a programme have been achieved against the type and quantity of activities considered necessary for their accomplishment.

Alternative participatory techniques in terms of costs must be considered. However, the assessment of EFFICIENCY need not be based entirely on financial considerations. Public participation programme EFFICIENCY might include a ratio of costs to benefits, input to output, or external (or outside) participant perceptions to internal (official) perceptions.

Lastly, EFFICIENCY may be measured by a comparison and contrast of programme EFFECTIVENESS to EFFORT.

The Total Evaluation

As described, the evaluation process is built upon the concepts of programme EFFORT, EFFECTIVENESS and EFFICIENCY. Indicators should be able to be developed to facilitate classification, measurement and analysis of these three concepts.

More specifically, Performance and Process Indicators should be able to be developed for programme EFFORT, while Effectiveness and Change Indicators should be able to be developed for programme EFFECTIVENESS. Schematically, the total evaluation process is represented in Fig. II. Components in the Total Evaluation Process.

Total
Evaluation
Process

Objectives
Indicators
Participants

EFFORT — Performance Indicators / Process Indicators

EFFECTIVENESS — Effectiveness Indicators / Change Indicators

EFFICIENCY — Effort/Effectiveness

Fig. II. Components in the Total Evaluation Process

DESCRIPTION OF PROGRAMME EFFORT INDICATORS

Performance
Indicators

Performance Indicators are descriptive devices which facilitate classification, measurement, and analysis of the activities of programme EFFORT. Examples of Performance Indicators for the participatory technique of a public meeting could include the following:

- How many meetings were held?

- What were their frequency and duration?

- Where were the meetings held and at what time?

- How many people attended?

Process
Indicators

Process Indicators are descriptive devices which facilitate classification, measurement, and analysis of the process involved in programme EFFORT. Examples of Process Indicators might be based on the choice of the participatory techniques and their probability of success according to the level of experience or sophistication of the public. In other words, would a planning seminar rather than a task force have had a better chance of facilitating planner-public interaction with a specific target group.

DESCRIPTION OF PROGRAMME EFFECTIVENESS INDICATORS

Effectiveness
Indicators

Effectiveness Indicators are descriptive devices which facilitate classification, measurement and analysis of the degree to which the programme is able to facilitate public involvement. One example of an Effectiveness Indicator might be Accessibility. Did every individual directly affected have the opportunity of participating?

Change
Indicators

Change Indicators are descriptive devices which facilitate classification, measurement, and analysis of both the learning processes and the changed human action processes involved in programme EFFECTIVENESS. An example might be the increase in skills, public participants develop by communicating and articulating concerns and issues.

ILLUSTRATION

Having determined the objectives of the programme, the approach to be used, and the participants to be involved in the evaluation process, more attention will be turned to the three major factors of analysis:

- EFFORT

- EFFECTIVENESS

- and EFFICIENCY

In order to discuss more fully these three factors, we have prepared an illustrative public participation programme. In our example, a hypothetical planning consultant was hired by a regional municipality to conduct an 8 month study to recommend the most suitable alignment for a new highway and interchange. Appendix I outlines in greater detail our consultant's approach to and response from the residents of the study area.

Throughout the eight month study, our firm employed a wide variety of techniques to incorporate citizen input in the route selection process. These participatory techniques included the use of questionnaires, face-to-face encounters, distribution of information, telephone and letter contacts, public meetings, citizen reports and submissions and citizen advisory committees.

Detailed Description of the Model

PUBLIC PARTICIPATION PROGRAMME EFFORT (INPUT)

As previously outlined, public participation programme EFFORT refers to the type and quantity of programme activities considered necessary to achieve stated programme goals. This analysis might be accomplished by the use of both Performance and Process Indicators.

Process Indicators might be utilized to determine what type of participatory technique(s) should be utilized. What combination of the following would be appropriate?

- Distribution of Resource Material

- Use of the Mass Media

- Polls and Household Surveys

- Communication through telephone conversations or letters

- Face-to-face Encounters

- Written Submissions

- Public Meetings

- Citizen Advisory Groups

- Planning Seminars

- Task Forces

- Community Secretariat Models

- Working Committees

- Community Boards

PROCESS INDICATORS

Process Indicators for programme EFFORT might be based on the type of public-planner interaction method or technique employed, utilizing Bregha's* four participatory categories of:

_____

* for a more detailed description of these categories, please refer to the Ministry of Culture and Recreation's publication, "Public Participation in Planning Policy and Programme" prepared by Francis Bregha (1973)

Information - feedback

Consultation

Joint Planning

Delegated Authority

These four participatory categories have been expanded to illustrate different participatory techniques, in Table I. <u>Participatory Technique Continuum</u>.

Table I. Participatory Technique Continuum

		Working Committee	Boards
		Community Secretariat	Working Committee
	Task Force	Task Force	Community Secretariat
	Planning Seminars	Planning Seminars	Task Force
	Citizens Advisory Group	Citizens Advisory Group	Planning Seminars
Public Meeting	Public Meeting	Public Meeting	Citizens Advisory Group
Written Submissions	Written Submissions	Written Submissions	Public Meeting
Face-to-Face Encounters	Face-to-Face Encounters	Face-to-Face Encounters	Written Submissions
Telephones/letters	Telephones/letters	Telephones/letters	Face-to-Face Encounters
Polls and Surveys	Polls and Surveys	Polls and Surveys	Telephones/letters
Mass Media	Mass Media	Mass Media	Polls and Surveys
Distribution of Resource	Distribution of Resource	Distribution of Resource	Mass Media
Material	Material	Material	Distribution of Resource
			Material
Information Feedback	Consultation	Joint Planning	Delegated Authority

Process Indicators then could be based on the type of participatory technique chosen in relation to the social and political sophistication and nature of the community of interest to which the technique is directed. Probability of success of a particular participatory technique in a given situation should be able to be determined through the development of a probability matrix.

| | | DEGREE OF SOPHISTICATION OF COMMUNITY OF INTEREST | | |
		High	Intermediate	Low
PROBABILITY OF SUCCESS	HIGH	Consultation Joint Planning Delegated- Authority	Consultation Joint Planning	Information Feedback
	LOW	Information Feedback	Information- Feedback Delegated- Authority	Consultation Joint Planning

Table II. Probability Matrix

As illustrated in Table II, the Probability Matrix, the degree of sophistication should be determined by examining the community of interest with respect to its degree of organization, its geographical location, its strength, its past performances, its inherent resources, and its access to resources. By comparing sophistication of the group or specific public with the participatory category utilized, it should be possible to determine the probable success of the EFFORT attempted. With this in mind, the appropriate types of participatory techniques might be selected.

In the case example sited on page 7 you will recall the utilization of the following participatory techniques: questionnaires, face-to-face encounters, telephone conversations and letters, public meetings, submissions, and citizen advisory committees. It becomes evident that "Consultation" participatory techniques were utilized. (Refer to Table I, Participatory Technique Continuum, pg. 10). With respect to the target groups or communities of interest in the study area, it becomes evident that they vary in nature and sophistication from low (for example, uninformed individuals) to high (environmental groups).

In this case study, the public groups affected by the study range from low to high degrees of sophistication. All four participatory categories of information-feedback, consultation, joint planning, and delegated authority should have been employed.

No participatory technique from either the Joint Planning participatory category (for example, working committees operating as partners with planners) or the Delegated Authority participatory category (for example boards with delegated authority to implement their decisions) were utilized. As a result, the effective use of the talents of such sophisticated groups as an Environmental Club could have improved the quality of public-planner information exchange. The probability of the public acceptance of the programme results could have been higher if in addition to information feedback and consultation, the programme administrators had utilized Joint Planning and Delegated Authority participatory techniques.

PERFORMANCE INDICATORS

Performance indicators for programme EFFORT might include not only the number of occurrences of the previously mentioned participatory techniques, but also the means and extent of activity involved in each. Some of the indicators that may be applied to each programme option are described in Table III <u>Participatory Techniques and Illustrative Performance Indicators</u>:

Programme Options	Participatory Technique	Performance Indicators
○	Distribution of Resource Materials	A. Types of materials distributed B. Total distribution of materials C. Numbers of participants reached
○	Use of Mass Media	A. Types of media used B. Frequency of use C. Numbers of participants reached
○	Household Surveys and Polls	A. Methods used B. Frequency of use C. Numbers of participants reached
○	Telephone/ Letters	A. Methods employed B. Frequency of use C. Numbers of participants reached
○	Face-to-Face Encounters	A. Methods employed B. Frequency and duration of contact C. Numbers of participants reached
○	Written Submissions	A. Number received B. Sources C. Issues addressed
○	Public Meetings	A. Types of forums held B. Frequency and duration C. Location and attendance
○	Citizen Advisory Groups	A. Number established B. Frequency and duration C. Numbers of participants involved
○	Planning Seminars	A. Number held B. Frequency and duration C. Numbers of participants involved
○	Task Forces	A. Numbers established B. Frequency and duration of meetings C. Number of participants involved
○	Community Secretariats	A. Number established B. Location C. Resources available
○	Working Committees	A. Number and type established B. Frequency and duration C. Number of participants involved
○	Board	A. Number and type established B. Frequency and duration of meeting C. Number of participants involved

Table III. Participatory Techniques and Illustrative Performance Indicators

*In our study, performance indicators
could include such details as follows:*

A) <u>*questionnaires*</u>

> *- 15,000 distributed
>   1,000 returned
>   6.6 return rate
> - analysis by area
>   east   8%
>   north   25%
>   west   54%
>   south   10%
>   unknown 3%
> - analysis by affiliation
>   agriculture   20%
>   environmental   5%
>   community group 14%
>   government   5%
>   business   5%
>   individuals   51%
> - analysis of responses -
>   in favour of a northern
>   route corridor 68%
>   in favour of a western
>   route   32%
> - etc.*

B) <u>*public meetings*</u>

> *- number of meetings 23
> - average attendance 101*

Purpose	*Date*	*Place*	*Attendance*
to present	*Oct.26,1976*	*University City*	*120*
environmental	*Oct.27,1976*	*Riverview*	*250*
maps and obtain	*Oct.28,1976*	*Bushtown*	*70*
local comments,	*Oct.29,1976*	*Lakestown*	*150*
corrections and	*Oct.30,1976*	*Waterville*	*30*
additions			
to. . .	*etc.*		

PUBLIC PARTICIPATION PROGRAMME EFFECTIVENESS (OUTPUT)

Once it has been determined which combination of the participatory
techniques are to be used with their respective Performance and Pro-
cess Indicators, it is possible to develop measures of effectiveness.
As outlined, EFFECTIVENESS refers to the assessment of the extent
to which goals and objectives of the public participation programme
have been met. In order to accomplish this analysis, objectives must
be clear, specific, and sufficiently concrete in order that EFFORT
may be related to them. EFFECTIVENESS of the public participation
programme ought to be able to be measured by the use of both effect-
iveness indicators and change indicators.

EFFECTIVENESS INDICATORS

Effectiveness Indicators which facilitate the classification, measure-
ment, and analysis of the degree to which the programme is able to
facilitate public involvement, might include measures such as:

• Accessibility
  Every individual directly affected has the opportunity of
  participating. Obviously, if effort has not been made
  either in choices of adequate means or sufficient resources
  used to enable the affected public to become involved, there
  will not be adequate accessibility by the public to planners,
  information, and decision-making.

• Credibility
  Planners are consistent in their dealings with the public.
  If more than one individual is responsible for the programme,
  then a continuous review is necessary to maintain a completely
  coherent programme. Obviously, if the programme does not
  have credibility with the public, it makes little difference how
  much effort went into establishing it.

- Comprehensiveness

  The nature of the programme as a whole must be communicated to those whom it will affect. Technical jargon must be replaced by everyday language. Again, effort could be wasted in establishing a programme in which the public would have real difficulties participating if residents couldn't see where or how they fit into the process, and the types of contributions they could make.

- Impartiality

  No individual or group is allowed to dominate the participation process. Every affected person has an equal opportunity to participate. Care should be taken that the programme options insure this openness in determining programme effort.

- Flexibility

  The programme is flexible to accommodate the unexpected. This is an important aspect of any public participation programme. When planners invite the public to participate, it should be expected that changes may have to be made in programme schedule and effort should be made to accommodate this.

- Accountability

  Citizens and planners equally are accountable for their decisions. Again, an important aspect from the point of view of increased costs due to decisions jointly made.

- Integration

  The public participation programme is fully integrated with and complementary to the overall planning process. It should not be a token effort "tacked on" to the planning programme and added to the responsibility of the planning staff.

- Maximum Contact

  Direct contact with the public is maximized through both formal and informal channels. Obviously, programme EFFORT should reflect this.

- Training and Experience

  There is adequate staff, in terms of number, qualifications and training available for the Public Participation Programme. The problems here are self evident if a successful programme is expected.

- Structure

  The organization structure of the programme is conducive to its goals and objectives; a key requirement if the programme is to be evaluated.

Utilizing total programme EFFORT, assessment of EFFECTIVENESS, based on effectiveness indicators could be as follows:

Total Programme EFFORT	EFFECTIVENESS Indicators
- Distribution of Resource Material - Mass Media - Household Surveys and polls - Telephone/Letters - Face-to-Face Encounters - Written Submissions - Public Meetings - Citizen Advisory Groups - Planning Seminars - Task Forces - Community Secretariat - Working Committees - Boards	Accessibility Credibility Comprehensibility Impartiality Flexibility Accountability Integration Maximum Contact Training and Experience Structure

Table IV. Illustrative EFFECTIVENESS Indicators

For example

*Examining the Total Programme EFFORT of
the public participation component of
the case example, assessment of programme
EFFECTIVENESS by means of EFFECTIVENESS
Indicators could consider such questions:*

*Accessibility - Did every individual
        affected have the opportunity
        of participating? Did the pub-
        lic have easy access to infor-
        mation and to planners? Might
        planners have utilized store-
        front operations or local
        engineering and works depart-
        ment officials and offices to
        facilitate a greater planner
        public exchange?*

*Credibility - Were planners consistent
        in their dealings with the
        public? Did local citizens
        feel that the study was cre-
        dible or that perhaps decisions
        had already been made by plan-
        ners? Was there adequate
        planner-public interchange in
        order to develop a proper rap-
        port?*

*Comprehensibility - Was the programme
        understood by those affected?
        Were discussion papers,back-
        ground papers and progress
        reports simple, logical and
        readable by the affected
        public? Were they able to
        develop a well rounded under-
        standing of the study purpose,
        constraints, and options?*

*Impartiality - Did individual citizens
        have as equal an opportunity
        as organized groups to present
        their opinions?*

*Maximum Contact - Was public-planner
        contact and interaction maxi-
        mized through formal and in-
        formal encounters? Was the
        eight month study period long
        enough for an effective,public
        participation programme?*

Etc.

CHANGE INDICATORS

In addition to measuring the degree to which the programme is able to facilitate public involvement, it is necessary to measure both the related learning process and changes within the process itself.

Change Indicators which may facilitate this type of programme EFFECTIVENESS could include the following:

- The frequency of contact of groups and individuals with elected representatives and officials. e.g. The number of meetings, telephone calls, letters, delegations, etc.

- Examples of a change in the nature of the plan; in other words, indication that affected and interested citizens have had an effect on the outcome. e.g. Changes in plan design implementation, etc.

- Frequency of examples indicating a new change in self-perception. e. g. New leaders in groups, previously inarticulate individuals speaking out, etc.

- Frequency of personal initiatives to further self-development. e.g. Attendance of seminar courses, reading of resource material, etc.

- Increased skill in communicating and articulating concerns and tackling new issues. e.g. Individual applications of previous learning to new situations, individual's ability to change from critic to constructive participant in seeking alternatives, etc.

- Increase in involvement in community activity. e.g. Formation of new groups, new memberships on community committees, etc.

- Frequency of travel and contacts outside area of interest. e.g. Individuals acting as resource people to other communities on similar issues, attending conferences etc.

- Increase in utilization of community resources. e.g. Libraries, community agencies, indigenous expertise, etc.

- Indications of constructive interaction e.g. Joint co-operation with community agencies on issues, umbrella groups, coalitions, etc.

- Frequency of individuals accepting personal responsibility for problem resolution. e.g. Memberships on committees, briefs prepared, surveys, petitions, etc.

Regarding total Programme EFFORT; some change indicators could be as follows:

Table V. Illustrative Change Indicators

Total Programme Effort	Change Indicators
	A. Frequency of Contact
	B. Examples of Changes on Outcome
	C. Changes in Self Perception
	D. Initiatives in Self Development
	E. Communication Skills
	F. Outside contacts
	G. Increased Involvement
	H. Increased Use of Resources
	I. Constructive Interacting
	J. Acceptance of Personal Responsibility

> *In the case study, analysis of change*
> *indicators might include:*
>
> - *The frequency of contact of groups*
>   *and the public with programme plan-*
>   *ners and administrators. i.e. project*
>   *staff met with X number of groups Y*
>   *times over a Z length of time.*
>
> - *Examples of changed quality of situa-*
>   *tion or indications that interested*
>   *citizen involvement had an effect on*
>   *the final study recommendations. i.e.*
>   *the final route recommendations differed*
>   *from original recommendations.*
>
> - *Increased number of the public interes-*
>   *ted in the quality of their environment*
>   *i.e. creation of new citizen organiza-*
>   *tions to handle new issues.*

Finally, the model includes an analysis of programme EFFICIENCY.

PUBLIC PARTICIPATION PROGRAMME EFFICIENCY

A vital component of any evaluation is an analysis of programme EFFICIENCY. Unfortunately, this segment of the evaluation is often never undertaken. However, this analysis is necessary in order that lessons can be learned and that in future more effective alternate resources and participatory techniques may be utilized. EFFICIENCY may be considered as a ratio between the performance criteria applied to that programme based on initial objectives and assumptions. This is expressed in Table VI. Programme Efficiency Chart, which follows.

Objective	Performance Assumptions	Performance Criteria	Performance Results
- that citizens' opinions and concerns are incorporated into the technical studies which form the basis for recommendations	- that citizens believe the issue to be of enough importance to become involved - that the technical considerations are comprehensible to the average citizen	Effort and Effectiveness	Efficiency

Table VI. Programme Efficiency Chart

The essence of programme EFFICIENCY is highlighted in this question. Could the same or better performance results be achieved by either reducing the amount of public participation programme EFFORT or by choosing other kinds of public participation programme EFFORT which are less costly in achieving the same objective?

Without hampering the success of the programme could the costs of the project study have been reduced by the utilization of other equally effective participatory techniques? Could fewer public meetings and more working committees have produced more effective public-planner interaction? Did the eight month study time period limit the use of certain combinations of participatory techniques?

The Outcome

Instead of providing a check list for the evaluation of public participation programmes, the purpose of this paper is to stimulate a thought process amongst planners who would like to or who may be embarking upon an evaluation of local public participation programmes.

In order to further refine and develop public participation programmes, practitioners must recognize the necessity to empirically document and analyze programme processes. Evaluation of public participation programmes for policy development is necessary and manageable. By means of utilizing the interrelated concepts of EFFORT and EFFECTIVE-NESS, the final factor EFFICIENCY is determined by means of devising a ratio of public participation EFFORT to EFFECTIVENESS. The use of these three concepts will result in an inclusive and useful evaluative tool from which we can all learn.

Glossary

Change Indicators

Change indicators are descriptive devices which facilitate classifi-
cation measurement, and analysis of both the learning processes
and the change of human action processes, involved in programme
EFFECTIVENESS.

Citizens' Advisory Group

The Citizens' Advisory Group is a group of representive citizens
who are either elected by the community or appointed by planning
officials to represent local interests by consulting and advising
with planners in the planning process.

Community Secretariat

A Community Secretariat is a non-partisan community resource
service in which all community groups have equal access to its
resources of typing and duplication, central information, planning
consultation, volunteer support to groups, leadership develop-
ment and intergroup liaison.

Effectiveness Indicators

Effectiveness Indicators are descriptive devices which facilitate
classification measurement and analysis of the degree to which
the programme is able to facilitate public involvement, and are
used in programme EFFECTIVENESS.

Evaluation

Evaluation is the systematic gathering of data to provide informa-
tion about the achievement of programme requisites and goals
relative to efforts, effectiveness and efficiency. The facts of
evaluation may be obtained through a variety of relatively sys-
tematic techniques, and they are incorporated into some desig-
nated system of values for making decisions about social problems.

Indicators

Indicators are descriptive devices derived from social science
research which facilitate classification, measurement and analysis
of behaviour, results and processes.

Participatory Techniques

Participatory techniques are methods of involving the public in planning processes through constructive interaction with planning officials. A continuum of participatory techniques might include distribution of resource material, mass media techniques, surveys and polls, telephoning/letters, face-to-face encounters, written submissions, public meetings, citizens' advisory groups, planning seminars, task forces, community secretariats, and boards with delegated authority.

Performance Indicators

Performance Indicators are descriptive devices which facilitate classification measurement, and analysis of the activities of programme EFFORT.

Process Indicators

Process Indicators are descriptive devices which facilitate classification, measurement, and analysis of the process involved in programme EFFORT.

Programme EFFECTIVENESS

This concept refers to the extent to which the goals and objectives of the programme have been achieved.

Programme EFFICIENCY

This concept refers to the relationship between the EFFECTIVE-NESS and EFFORT, in terms of such costs as money, time, personnel, convenience, and physical facilities.

Programme EFFORT

This concept can be viewed as the type and quantity of activities necessary for the accomplishment of programme goals - regardless of output.

Public Participation Programme

Usually initiated by planners, a public participation programme is a process of interaction amongst planners and the public, and is established for the purpose of involving specific publics in decision making processes, by a variety of participatory techniques.

Appendix

First Questionnaire

The first questionnaire, included in a brochure describing the study, was distributed to those attending three series of regional meetings, to those on the mailing list, and, in bulk, to municipalities, local groups and associations. Respondents were asked to rank the significance of various factors in selecting their preferred alternative.

There is no way to estimate accurately how many were, in fact, passed on to individuals from the approximately 15,000 distributed in this manner. Approximately 1,000 of those distributed were eventually returned. A computer analysis of 906 of these gave a fairly clear indication of the relative weights which respondents attached to various environmental features.

Local Date Collection

At a municipal meeting, those attending stressed the importance of obtaining as much local input to the inventory of data as possible. With this in mind, copies of the base map of 1:200 scale, along with loose leaf note books containing instructions on how to mark the maps and giving examples of information that would be useful were prepared. A description of other inventory maps and their contents was also included in this kit.

At the first series of regional meetings, the purpose of these data books and maps was explained, and their importance to the study was stressed. A request was made for volunteers to co-ordinate and publicize the gathering of information in their local areas. In all, twelve kits were distributed throughout the study area. It was the responsibility of some volunteers to make these kits known and accessible to their respective communities. Considerable time was spent in the small discussion groups outlining suggestions as to where the maps should be placed. The maps and comments were returned three weeks after distribution, when they were mapped for display at the Series II meetings.

Fourteen of these volunteers were private citizens while five were elected representatives or appointed officials.

Submissions

During the 1976 summer hearings, 134 submissions were received, 5 from municipal departments, 30 from municipalities, 18 from groups

(cont'd)

and associations and 60 from property owners. Each submission was carefully reviewed and wherever possible, local details on land features were mapped in the local data collection inventory. In general, those who made submissions fell into three categories: municipal departments, those groups with a general environmental interest, and property owners.

Correspondence

During the course of the study up to the third series of regional meetings, letters were received from individuals and groups throughout the study area. In addition to requests for additional information, many of the letters included specific local data which was recorded and mapped. In general, comments received by mail reiterated those concerns most often stated at meetings. Following the second series of regional meetings, letters and numerous phone calls were received giving detailed information to be added to the inventory maps. As with more formal submissions the correspondence we received from individuals expressed a deep concern for the direction and management of "growth" in the study area, and the processes by which decisions on growth are made.

Queen's Park Meetings

Meetings at Queen's Park were held on ten occasions throughout the course of the study and were consistently attended by a number of regular participants who had been involved in the previous hearings.

They included representatives of provincial and municipal governments, citizens' and conservation groups, as well as some individuals who were directly concerned.

For the most part, these participants were well informed about the background of the study and its purpose, and were aware of the broad range of problems involved. Attendance at these meetings usually ranged between 60 and 90 persons.

Regional Meetings

The three series of regional meetings were scheduled to coincide with the three stages of the study. The Series I meetings introduced the reasons for the study and explained the methodology involved. The environmental inventory maps were presented at Series II; and the pro-

posed alternative systems and routes formed the focal point of Series III. The purpose of all meetings was not only to report on progress of the study but also to obtain as much direct public input as possible.

Background information, and descriptions of the work done to that point, were distributed at each series of meetings.

In each series, a report of the study's progress to date was included for those new to the study. An accompanying slide presentation was followed by a coffee break and questions. Meetings were taped, and all questions and comments reviewed.

About 400 persons took part in four regional meetings of Series I; 700 turned out to the four meetings of Series II; while the nine meetings of Series III attracted a total of 1,600. An additional 200 individuals attended the five Queen's Park meetings of Series III.

At the regional meetings, participants consisted primarily of those living close to the place where the meetings was held. Usually the main concern was with the potential impact of the project on their own property or community.

Publicity

The plan to achieve the fullest possible coverage for the study included regular mailings to every newspaper, radio and television station in the study area. These dispatches included press releases and radio/TV spot announcements as well as background material. Generally the publicity campaign aimed toward a maximum public awareness of the meetings and toward a continued reporting of developments. During the first and second set of regional meetings, members of the press attending were individually approached and personal contact maintained throughout the study wherever possible. A news clipping service was retained to monitor coverage received from both local and regional press. Advertisements were placed in every paper in the region prior to each series of regional meetings.

At each stage of the study, explanatory background information and progress reports were provided, and advance notices of all meetings held were distributed to all those on the mailing list. To ensure delivery, letters introducing the study, notices of all meetings and information regarding the proposed alternative routes was sent to the municipalities by registered mail.

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